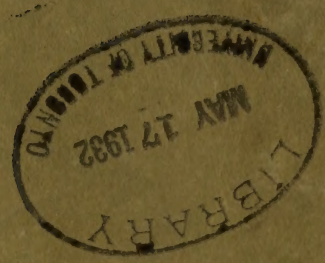


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Toronto Civic Improvement Committee

REPORT OF
CIVIC IMPROVEMENT COMMITTEE
FOR THE
CITY OF TORONTO
1911



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CIVIC IMPROVEMENT COMMITTEE
FOR THE
CITY OF TORONTO
1911

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REPORT OF CIVIC IMPROVEMENT COMMITTEE.

To the Mayor and Council of the City of Toronto:

The Civic Improvement Committee begs to report as follows:

A Civic Improvement Committee was created by Council in February, 1909, in response to a request by the Civic Guild that a comprehensive plan for the improvement of the City be prepared. No money was provided and the Committee had to content itself with gathering information, and in June, 1910, it made a report in general terms recommending the continuance of the Committee with a sufficient grant. The Board of Control approved the recommendation and proposed to Council an appropriation "not to exceed \$2,000." At a meeting of Council a month later (August 18th), Controller Ward, seconded by Controller Church, moved and it was carried:

That Controllers Spence and Church, and Aldermen Chisholm, O'Neill, Maguire, Welch, Graham, McCausland, Baird and the mover, be appointed to act in conjunction with the Committee of citizens appointed by His Worship the Mayor, viz.: Hon. Sir William Meredith, Messrs. Kenneth J. Dunstan, James Ryrie, R. J. Dilworth, John M. Lyle, Edmund Burke, J. P. Hynes, W. A. Langton, Alexander Laird and James B. O'Brian, to continue the work of the joint Committee appointed last year to consider and report upon the carrying out of a comprehensive plan for beautifying the City.

At the inaugural meeting of Council 1911, the following motion, again moved by Controller Ward and seconded by Controller Church, was adopted: ✓

That a Civic Improvement Committee to continue the work of the joint Committee appointed last year to consider and report upon the carrying out of a comprehensive plan for beautifying and improving the City, be appointed for the current year as follows, viz.: His Worship the Mayor, Hon. Sir William Meredith, Messrs. K. J. Dunstan, James Ryrie, R. J. Dilworth, Edmund Burke, J. P. Hynes, W. A. Langton, Alexander Laird, James B. O'Brian, W. A. Houston, C. H. Mitchell and W. Ford Howland, together with Controllers Spence, Church and Ward, and Aldermen Phelan, O'Neill, Maguire, Sweeny, Graham, McCausland and Baird.

The Committee, on being convened, chose Sir William Meredith as Chairman, Mr. Dunstan as Vice-Chairman, and Mr. Dilworth as Hon.-Secretary, and the following sub-committees were appointed:

- (A) Plan Committee—Chairman, Edmund Burke.
- (B) Legislation Committee—Chairman, J. B. O'Brian.
- (C) Finance Committee—Chairman, Alexander Laird.
- (D) Statistics Committee.

The reports of the first three sub-committees are submitted herewith.

The Legislation Committee made an interim report last year, and the Plan Committee made several interim reports. All of these reports were forwarded to Council, and the recommendation of the Legislation Committee that the City be granted increased power of "excess expropriation" was later approved by the Legislature.

All the financial resources of the general Committee have been devoted to the work of the Plan Committee. In addition the members of the Plan Committee have given liberally of their time and knowledge. The Plan Committee's report is not put forward, however, as a completed work, a comprehensive plan for the improvement of the City. It is a tentative solution of the City's transportation problem in regard to streets, a problem forced upon the citizens by the rapid increase of traffic and the rectangular plan of uniformly narrow streets. The Plan Committee had not the means to deal with the City's requirements in the way of parks, playgrounds and open spaces, and it adopted the plan put forward three years ago by the Civic Guild.

The improvement of cities is making rapid progress throughout the world; and few cities in America, approaching Toronto in size and importance, have not prepared comprehensive plans for their improvement and development. Your Committee submit this report with the hope that it will indicate to the citizens the magnitude and importance of the task before them, and will inspire them to decided and immediate action upon comprehensive lines.

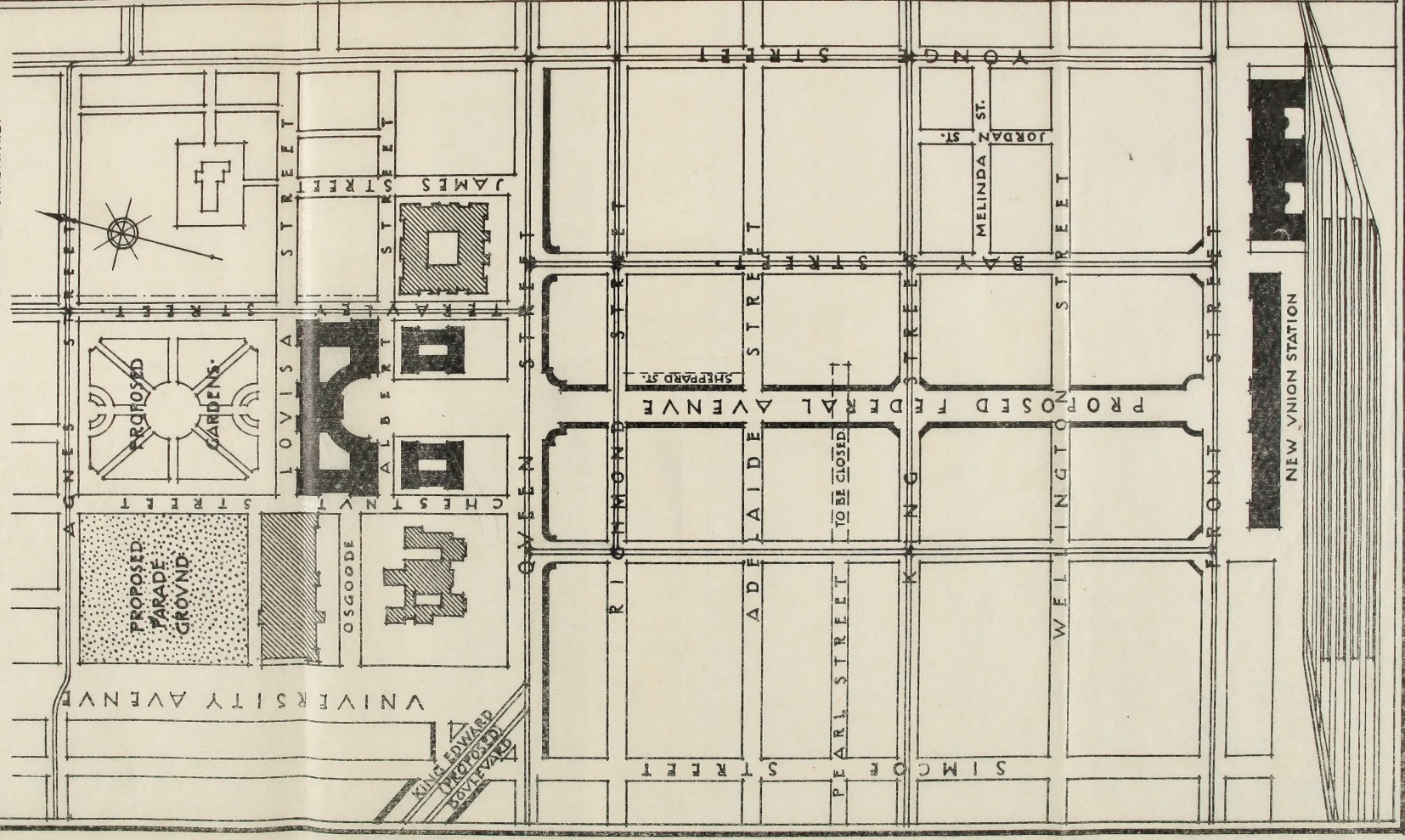
All of which is respectfully submitted.

(Sgd.) W. R. MEREDITH,
Chairman.

Toronto, December 28th, 1911.

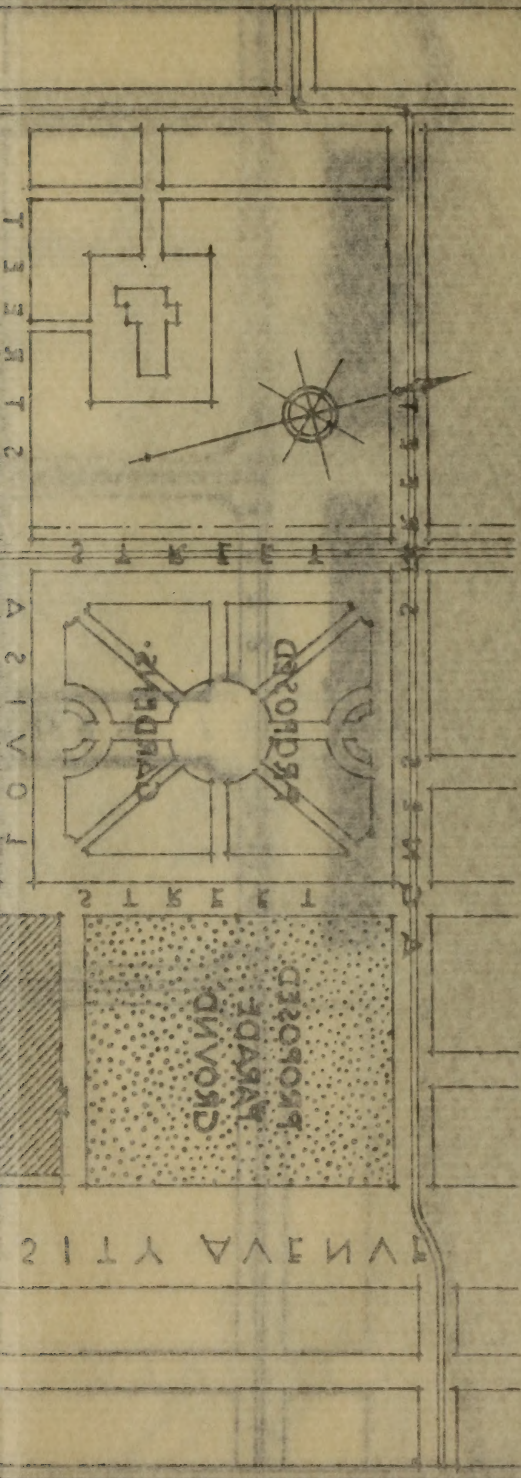
PLAN SHOWING PROPOSED FEDERAL AND MUNICIPAL SQUARES AND FEDERAL AVENUE

CIVIC IMPROVEMENT COMMITTEE.
CITY OF TORONTO.
JOHN M. LYLE,
CONSULTING ARCHITECT.



AND FEDERAL AVENUE
AND MUNICIPAL SQUARES
PLAN SHOWING DIMENSIONS
AND PROPOSED FEDERAL

CONSULTING ARCHITECT
JOHN W. GATE.
CITY OF TORONTO.
CIVIL ENGINEERING COMMITTEE.



REPORT OF PLAN SUB-COMMITTEE.

To the Chairman and Members of the Civic Improvement Committee:

IN GENERAL.

Numerous and intricate as are the questions involved in a comprehensive plan for a rapidly growing capital City like Toronto, the basic problem is transportation. This is equally true in relation to the industrial, the commercial and the social needs of the City, and the primary requirement of the City Plan, in so far as it involves each of these interests, is convenient and easy means of communication, so that in the expenditure of time and effort, transportation, alike of people and commodities, shall be as economical as possible. The principles covering the circulation of street traffic are now well understood, and it is possible, by careful and comprehensive study of local conditions, to plan a system of communication that will not only direct, but will materially assist, the development of the City for a long period of time.

The phase of the transportation problem most in view is that presented by the city streets and it naturally demands first attention in the City Plan. There is the other phase of it, however, which is equally important, viz., transportation by water, by steam and electric railways. Toronto, situated on the Great Lakes, with its magnificent natural harbor, and only the contemplated deepening of the St. Lawrence canals needed to make it an ocean port, has great possibilities for the development of water transportation. On the land side it is served by three great railway corporations and a system of partially developed radial electric lines. Each of these interests is developing its own terminal facilities in competition with all the rest, and regardless of the terminal charges added to the natural cost of transportation, and which rest ultimately as a burden to hamper the industrial, commercial and social development of the City. It is self-evident that if all the tracks and terminal facilities within the City were controlled by a single terminal company, the sole object of which was to serve most efficiently and economically the interests of the citizens, such an arrangement would be of inestimable advantage to Toronto. The terminal phase of the transportation problem is one involving highly technical knowledge, and the acquirement of data beyond the power of your Committee as at present constituted to obtain. It is a problem, however, that must be grappled with and solved if the progress of Toronto and its harmonious development is not to be very seriously retarded.

Linked with the terminal problem is that of rapid transit to and from the suburbs, which is manifestly impossible in connection with any surface system. Toronto will, therefore, under the existing phenomenal conditions of growth and expansion, be forced to seriously consider the construction of subways as a solution of the problem.

STREET TRANSPORTATION.

The question of street transportation has taken up practically the whole time of your Committee thus far, and they beg leave to submit for your consideration the results of their labor as shown in the accompanying General Plan, detail drawings, and other sketch drawings. Each improvement is indicated by a number on the General Plan, and before proceeding to a detailed enumeration of these, your Committee desires to set forth some general considerations in regard to street planning.

In practice, no department of city planning is more diversified and irregular than the width of streets. This is because local conditions govern largely, and these are different in every city. The simplest classification is, main thoroughfares, secondary thoroughfares and residential streets.

Four factors enter into the necessary width of streets, pedestrian traffic, vehicular traffic, street car traffic, and planting.

The generally accepted unit of pedestrian traffic is two feet. The unit of vehicular traffic is by no means a fixed quantity, and the increasing width of motor vehicles, especially for heavy trucking, tends to further unsettle it. Some authorities say seven feet for a line of traffic, some nine, but in America eight is more often regarded as a reasonable standard. In view of the increasing speed of traffic, your Committee deem it wise to add six inches for clearance. The space required for street cars is also increasing. In Toronto the track gauge is 4 feet 10 $\frac{7}{8}$ inches. The wide "devil strip" now being provided is 5 feet 4 inches, the rails are about two inches wide, and the wide cars overhang the rail at least 2 feet 6 inches, including steps. From these figures it is evident that the street cars occupy 20 feet 9 $\frac{3}{4}$ inches of the street width, and, allowing less than three inches for clearance, 21 feet of the roadway is the minimum width that should be allotted for street car traffic. On a main thoroughfare there should be sufficient space between the street cars and the curb on each side for three lines of traffic, one standing at the curb, one slow moving, one fast moving. The sidewalk width differs greatly in different cities. In the main retail district 16 feet is certainly narrow enough, and this allows for only eight lines of traffic, four each way.

On the basis of these data the minimum width for a main travelled thoroughfare would be 104 feet. A secondary main thoroughfare would have to provide for street car traffic, 21 feet, and two lines of vehicular traffic on each side, 34 feet, which with sidewalks 16 feet wide would give

PROPOSED EXTENSION OF ARTHUR ST. PLAN No 2 TO D'ARCY STREET.

CIVIC IMPROVEMENT COMMITTEE.

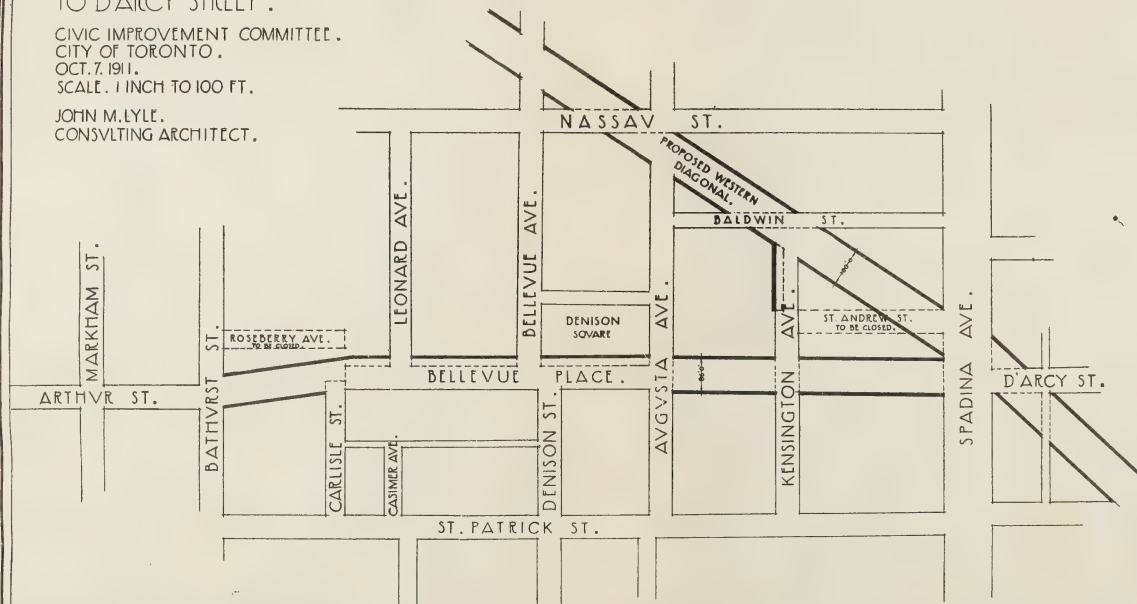
CITY OF TORONTO.

OCT. 7, 1911.

SCALE. 1 INCH TO 100 FT.

JOHN M. LYLE.

CONSULTING ARCHITECT.



PROPOSED EXTENSION OF ARTHUR ST.
TO D'ARCY STREET.

CIVIC IMPROVEMENT COMMITTEE,
CITY OF TORONTO,
OCT. 1901.
SCALE 1 INCH TO 100 FT.
JOHN M. LYLE,
CONSULTING ARCHITECT.



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DUNDAS ST.

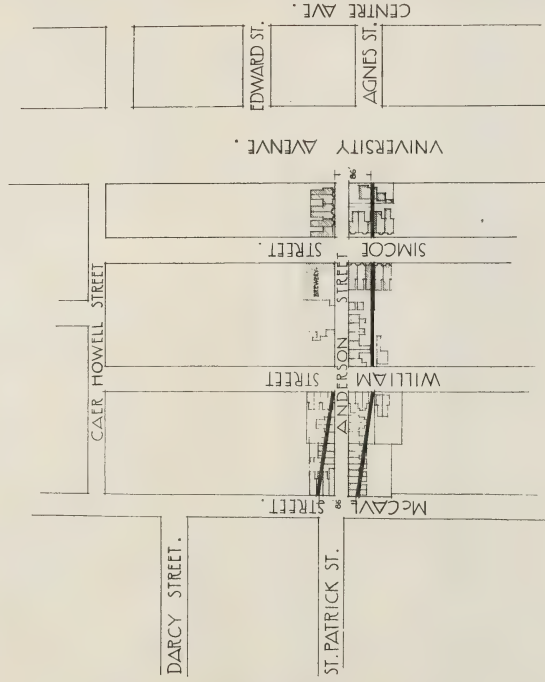
BELFRAGE PLACE

DUNDAS ST.

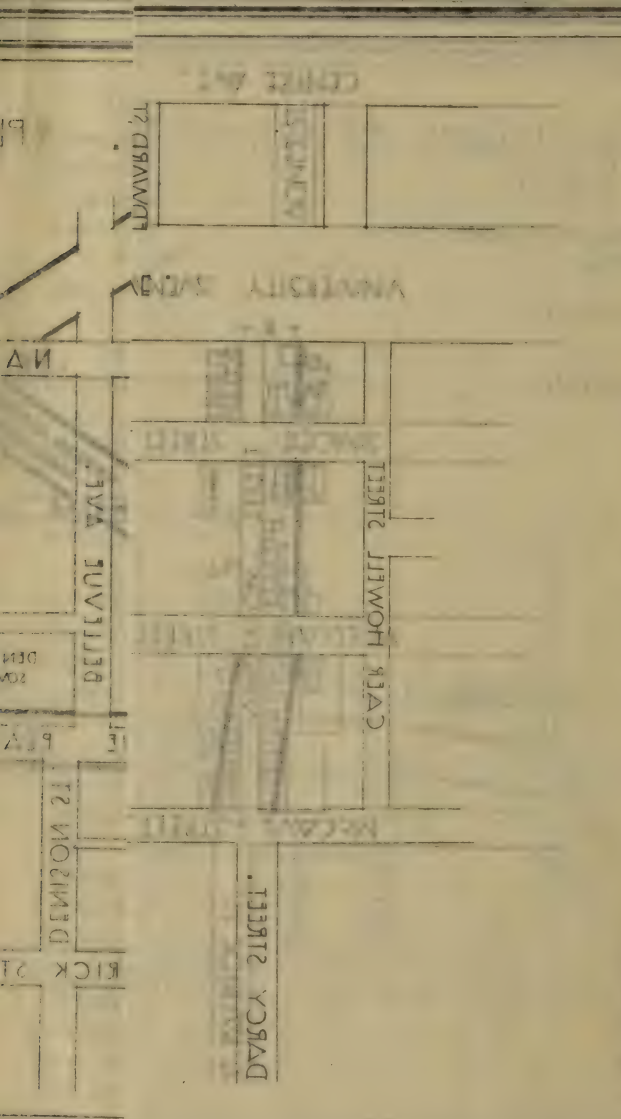
DUNDAS ST.

PROPOSED WIDENING OF ANDERSON ST.
CIVIC IMPROVEMENT
COMMITTEE.
CITY OF TORONTO.
JULY, 11, 1911.

JOHN M. DYLE
CONSULTING
ARCHITECT.



SCALE. 1" = 100 FT.



Wm. H. Hall,
CITY OF TORONTO,
COMMITTEE.
CLARK IMPROVEMENT
ARCHITECT.
CONSULTING
JOHN M. GAGE
PROPOSED WIDENING OF ANDERSON ST.

a total street width of 87 feet. The wise policy in regard to residential streets, when free of street car traffic, is to leave as much of them as possible for planting, keeping the pavement and walks as narrow as is consonant with safety and convenience. Any needless expense in paving falls upon the property, and by that much unnecessarily enhances the cost of living.

SINGLE TRACKS.

From the congested state of our down-town streets and the slowness of travel thereby involved, the readiest form of relief would be to abolish one set of tracks for a distance of at least several blocks in the most used thoroughfares. This would introduce a one-way movement of street cars, simplifying traffic, reducing danger to both pedestrians and those in vehicles, and at the same time permitting a much more rapid movement of cars. As practically every down-town street has now been saddled with car tracks, there is no reason why a judiciously planned scheme should not result in securing a distinct saving in the time required to reach a given point, and with the added advantages above enumerated.

RADIAL THOROUGHFARES.

Toronto's situation on Lake Ontario gave a natural direction to its original axial thoroughfares, parallel and at right angles to the lake shore. It is to be noted, however, that among the earliest roads into the City, were diagonals, now represented by the Don Mills Road, Dundas Street and the Vaughan Road.

Centuries of city planning in Europe, and the wonderful activity in America during the past eighteen years, since the World's Fair at Chicago, have established radial thoroughfares as a fundamental requirement of any comprehensive solution of a city's transportation problem. Queen Street, east and west, and Yonge Street, are main thoroughfares radiating at right angles from Toronto's business centre; a brief glance at a map of the City will convince the most casual observer that both of the proposed diagonals, as planned by your Committee, will facilitate traffic for very much larger areas than Queen or Yonge Streets.

A CIVIC CENTRE.

From the discussion of a planned and logical system of transportation one comes naturally to a consideration of the civic centre as a feature of the City plan. An adequate civic centre gives an air of dignity and spaciousness to the heart of the City where "people most do congregate." The leading main thoroughfares of the City should converge to this centre in order that the development of the City may be harmonious along pre-determined lines, the stability of property values increased, and the speculative element in City lands lessened.

EXTENSIONS, WIDENINGS AND OPENINGS.

In regard to all the proposed street extensions, widenings and openings indicated on the general plan, the minimum width of street to be acquired should be 87 feet. This will insure all the streets dealt with being secondary main thoroughfares in fact as well as in name. We would recommend also that the City Council be requested to take, immediately, such action as will bring about within a reasonable time by homologated line, or otherwise, adequate widening of the City's main thoroughfares. If the two main diagonals were put through with a width of at least 104 feet, and preferably 125 feet, it might be that the transportation problem could be satisfactorily solved by making the other principal streets (with, perhaps, one or two exceptions) secondary main thoroughfares. It seems certain that Queen Street must develop into the basis of the City's transportation system, and as it is rebuilt it should undoubtedly be widened to at least 104 feet throughout its entire length (corresponding with the present wide portion just east of Spadina Avenue). This much is certain, that to allow things to continue longer without a courageous endeavor to improve transportation conditions will be enormously detrimental to the City's highest interests. The problem is difficult, but it is pressing.

PARKS AND PLAYGROUNDS.

Your Committee, following and implementing the plan carefully prepared by the Civic Guild a few years ago, have indicated on the general plan, districts where parks, playgrounds or open spaces are desirable. The special Park Commission of Chicago, in 1908, stated a city's park requirements as one acre for each 100 inhabitants. On that basis Toronto should nearly quadruple its park area. The need for breathing spaces and recreation grounds is being forced upon the attention of practical men, who are learning to appreciate the fact that a city, in order to be a good labor market, must provide for the health and pleasure of the great body of workers.

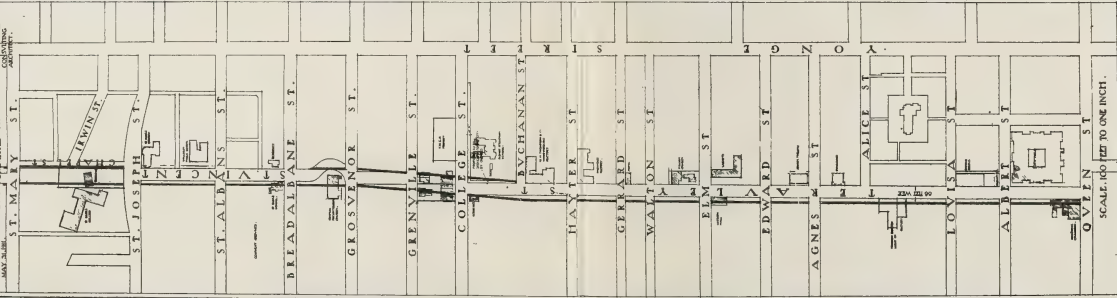
Density of population beyond a certain point results in disorder, vice and disease, and thereby becomes the greatest menace to the well being of the city itself. As a measure of precaution, therefore, the establishment of adequate park areas is necessary. "The Chicago City Council, in 1899, created a special Park Commission, and at the same time recognized by resolution the value of parks in preventing crime, promoting cleanliness, and diminishing disease."

At the instance of this Commission,* "legislation has been enacted to enable the several park authorities to locate parks and pleasure grounds of not more than ten acres in extent in any portion of their respective districts, and to raise money by bond issues. On the south side seventeen new parks, with a total area of 671 acres, have been acquired. A feature of these small parks is the neighborhood-centre buildings, provided with

*Plan of Chicago, 1909.

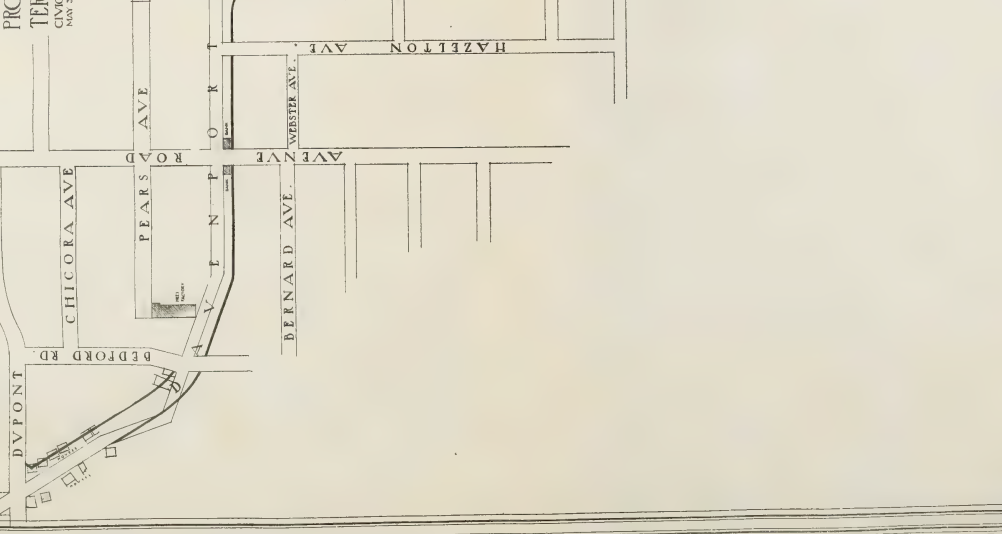
PROPOSED WIDENING AND EXTENSION
 TERAVLEY ST. AND DAVENPORT RD.
 CIVIC IMPROVEMENT COMMITTEE TORONTO
 MAY 1912.

JOHN M. DIZ.
 CONSULTING
 ARCHITECT.

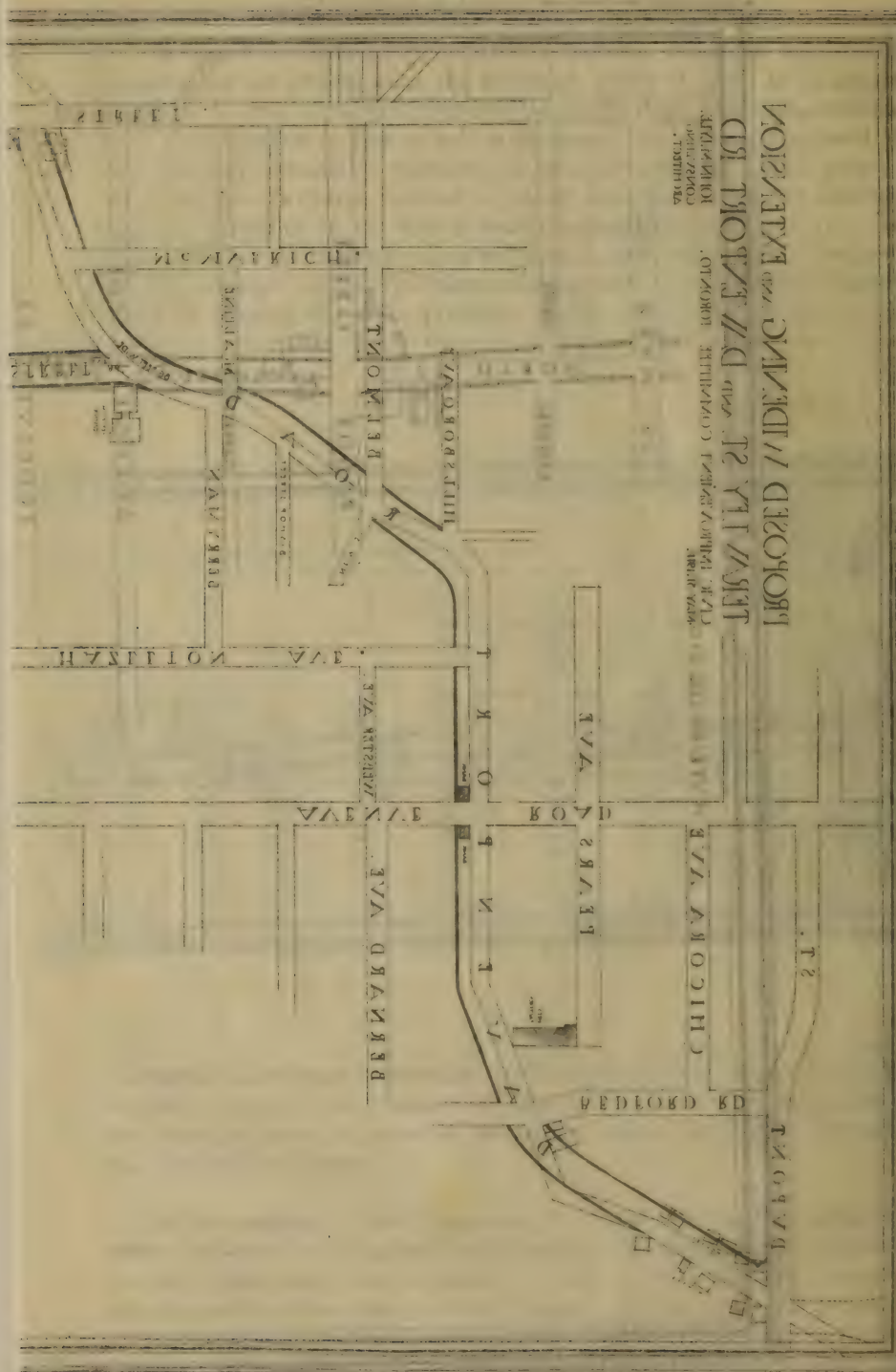


SCALE, 100 FEET TO ONE INCH.

PROPOSED WIDENING AND EXTENSION
 TERAVLEY ST. AND DAVENPORT RD
 CIVIC IMPROVEMENT COMMITTEE TORONTO.
 JOHN MALL.
 CIVIL ENGINEER AND
 ARCHITECT.



SCALE 100 FEET TO ONE INCH



УТВЕРЖЕНО
 КОМПЕТЕНТНЫМ
 ОРГАНОМ
 ГОРОДСКОГО
 УПРАВЛЕНИЯ
 ГОРОДА ТОРОНТО
 1911 Г. 15. 21. И Д. 15. 21. И Д.
 ПРОДОЛЖЕНИЕ И Д. 15. 21. И Д.

baths, gymnasia, refectory service, club rooms and reading rooms for the district served. These club houses for the people, as they are called, are in service both summer and winter. The out-door swimming pools and athletic fields are in charge of expert directors furnished by the authorities. The aim of the Commissioners is to improve the health and morals of the people and to stimulate local pride and patriotism, and the work has attracted international attention. The south side extension movement, now nearing completion, will cost about seven million dollars."

The greatest service socially and economically the City Government of the present day can render the City of the future, is to secure, now, adequate park areas, playgrounds and open spaces.

Another very necessary improvement, one that has been undertaken by many American cities, and is projected by many more, is the connecting of the park areas by a continuous system of parkways.

SUGGESTED IMPROVEMENTS.

The following are brief descriptions of the improvements proposed by your Plan Committee for the City of Toronto. They are indicated by numbers on the general plan:

NOTE:—It may be understood that the improvements are located by numbers, in the order given, not as indicating their relative importance, but for convenience of identification.

1. Civic Centre.

A Civic Centre to be formed by the widening of Queen Street, from James Street to University Avenue, to 104 feet or more, and the expropriation for public purposes of the blocks between the City Hall and Osgoode Hall as far north as Agnes Street. An integral part of this improvement would be the opening of a new thoroughfare, 104 feet wide, from Queen Street to Front Street, midway between York and Bay Streets. It is expected that the new Union Station will be located on Front Street opposite this avenue.

It is suggested that this Civic Centre would be an appropriate location for new Municipal and Government buildings, while the new thoroughfare from Front Street would create about 3,600 feet of new frontage and open up a large amount of hidden and now comparatively useless property, affording sites for important buildings, preferably of public or semi-public character.

The easterly block between Louisa and Agnes Streets could be devoted to a fine public square, and the westerly block north of the Armouries would make an excellent parade ground, and a playground when not required for military purposes.

2. Arthur Street.

The extension of Arthur Street via Bellevue Place to Spadina Avenue. This extension would improve cross-town transportation facilities from the City extremes, east and west, via Dundas, Arthur, St. Patrick, Anderson, Agnes Street and Wilton Avenue.

3. North-Western Diagonal.

The north-western diagonal from the west side of the proposed Civic Centre to the Junction of Dundas Street and Royce Avenue.

This diagonal might be appropriately named "The King Edward Way," as a memorial to the late King. (Some of the great new arteries in European cities are named to commemorate great historic persons or events.)

The new thoroughfare, requiring, as it would, extensive excavation for sewers and other modern utilities, would lend itself, without undue extra expense, to the construction of a rapid transit subway, which would prove to be the cheapest, quickest, and most feasible route to the rapidly growing north-west section of the City. The cost of the new diagonal would be recouped if the land upon the route for a width of say four or five hundred feet were purchased and were sold after the improvements were completed. The same might be said with regard to the other new thoroughfares in case the improvements should be extensive enough to warrant such procedure.

4. Anderson Street.

The further widening of Anderson Street to at least 87 feet.

This street from its location should have ample width as it will become a very busy artery serving the cross-town traffic between Queen and College Streets, linking up with the other streets mentioned in section 2.

5. Teraulay Street and Davenport Road.

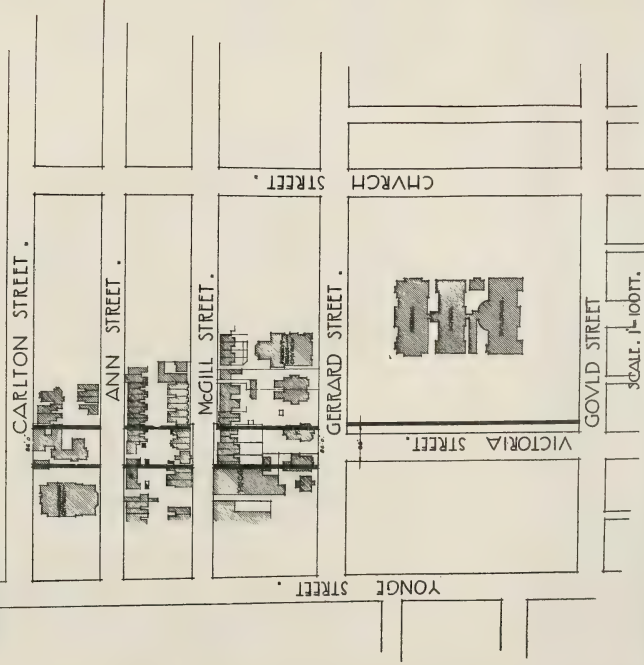
The widening to 87 feet of Teraulay Street, and its extension via St. Vincent, Chapel and North Streets to Bloor Street and cutting through north of Bloor Street to connect with Davenport Road and the Vaughan Road, and the widening of these roads to 87 feet throughout. This would materially relieve the congestion of Yonge Street and afford direct access to a large area.

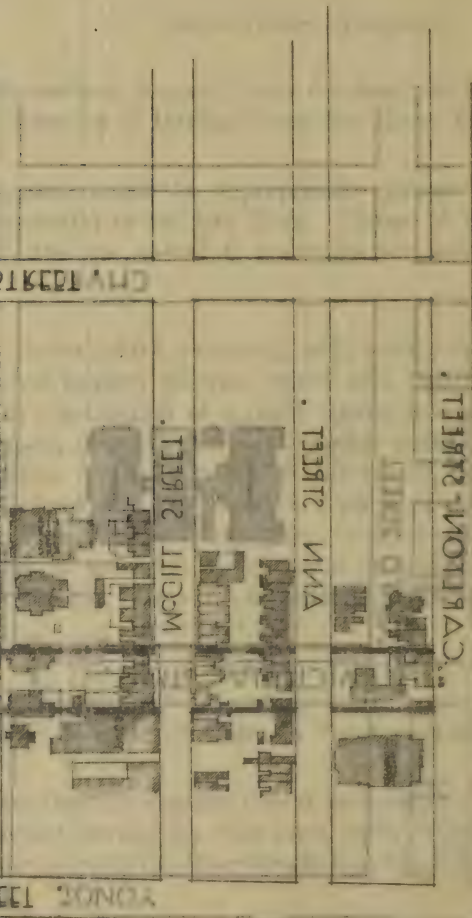
The excavation necessary for the utilities could be set off as a considerable proportion of the expense in the construction of the proposed subway.

PROPOSED WIDENING AND EXTENSION OF VICTORIA STREET.

CIVIC IMPROVEMENT
COMMITTEE.
CITY OF TORONTO.
JULY, 11, 1911.

JOHN M. LYLE
CONSULTING
ARCHITECT.





MAY 11, 1881.
 CITY OF TORONTO.
 COMMISSIONER.
 CLARK BRYCEMAN.
 VICTORIA STREET.
 PROPOSED WIDENING AND EXTENSION OF
 JOHN M. RYLE
 CONSULTING
 ARCHITECT.

6. *Victoria Street.*

The extension of Victoria Street from Gerrard Street to Carlton Street as proposed by the City Council; indeed, a broad outlook and foresight would indicate the wisdom of continuing the extension at least to Bloor Street.

The opportunity of making the street 87 feet wide should not be neglected, as it will certainly become at least a secondary main thoroughfare. Arrangements could doubtless be made with the Ontario Government to obtain a strip of 21 feet off the Model School Grounds, thus widening the street from Gould to Gerrard Streets, making it uniform with the new section.

7. *North-Eastern Diagonal.*

The north-eastern diagonal from Queen and Church Streets to connect with the proposed Danforth Viaduct by way of Parliament Street, striking Parliament Street at its intersection with Carlton Street, would provide means of rapid transit from the centre of the City to the north-easterly sections. Parliament Street is shown widened, and if the Bloor-Danforth Viaduct scheme is adopted, there would be a through route to Danforth Avenue and on to the extreme suburbs via diagonal No. 23.

The north-east diagonal may, in time, become almost as important as the north-west diagonal, and should be carried out on similar lines.

8. *Don Esplanade.*

The extension and widening of the Don Esplanade south of Queen Street to the proposed factory sites on Ashbridge's Bay, also the widening of Logan Avenue, which will become an important thoroughfare in the near future. This extension and widening would provide wide arteries connecting this growing industrial section with the other portions of the City.

9. *Logan Avenue (Lower End).*

The widening of Logan Avenue between Queen Street and the new 150-foot roadway proposed by the City. The development of the new section known as Ashbridge's Bay, and the location of new industrial plants, demand that access should be ample.

10. *Wilton Avenue.*

The widening and extension of Wilton Avenue from the bridge to the Kingston Road via Elliott, Whitby and Audley Streets and Doel Avenue, providing a new thoroughfare midway between Queen and Gerrard Streets, a much needed development in a locality lacking through streets. This

avenue should have careful attention as it will, like Anderson Street, form a very important link in the mid-City cross-town line.

11. Diagonal: Wilton to Gerrard.

A new street forming a connecting diagonal from the intersection of Greenwood and Wilton Avenues north-easterly to Gerrard Street. This route would link up Wilton Avenue with East Toronto and give a semi-diagonal route of considerable importance.

12. The Bloor-Danforth Viaduct.

This viaduct may be considered of, probably, the first importance as it will form, with the north-eastern diagonal, quick and ready access to and from the northerly trans-Don section of the City, and the beautiful outlying section beyond. It will also save a long and toilsome detour in the traffic between the trans-Don and the northerly section of the City. The utmost care should be exercised in the location and construction of this viaduct in order that the beauty of the Rosedale ravine may not be marred. An absolutely direct route could not fail to create havoc in this respect as it would traverse the ravine in a lengthwise direction. A route which would add less than 300 feet to the length is suggested, which would satisfy the most impatient of travellers and at the same time prove both substantial and aesthetic. This route, leaving Bloor Street at Sherbourne Street, would skirt the southerly hillside, either gently dropping to the level of the Howard Street bridge, and then as gently rising to the level of Parliament Street, where this street would meet the junction of the viaduct proper with Parliament and Howard Street, or it could be carried on the high level above Howard Street bridge if desired, but at greater expense.

Hill-side streets are numerous in European cities, and such a street in the position indicated would be one of the most interesting and beautiful of our parkway system.

A hill-side street would lend itself admirably to a connection with a subway on Bloor Street, by constructing it in two levels or terraces, one for car traffic on the level of the subway, and the other solely for parkway purposes at the level of Bloor Street. By this means rapid transit could be continued for nearly a mile beyond the subway proper, and the effect of the double terrace, properly treated, would be artistic and satisfactory from every standpoint.

This street need not be constructed at once (though the land should be secured) as the alternative and greatly cheaper route via Howard Street could be utilized, causing farther additional length of travel of but 450 feet.

The viaduct would commence at the junction of Parliament and Howard Streets, cross the Rosedale Ravine at right angles, in a north-



easterly direction to Castle Frank Crescent, which would be utilized as far as the west side of the Don Valley, thence by a straight viaduct running due east to the Danforth Road on the east side of the Don Valley.

These viaducts should be constructed of concrete in a solid manner, avoiding the noise and rapid deterioration of steel construction.

The interim report of the Civic Improvement Committee to the City Council, dated October 12th, 1911, regarding this viaduct, discussing and criticizing various routes, and recommending the foregoing, is such an important pronouncement on the subject that it is appended in full.

Another suggestion having many points of excellence, and a most artistic solution, is that set forth by Mr. Eustace G. Bird. The westerly section of this scheme is practically the same as the Hill-side proposition above mentioned, but instead of crossing the Rosedale Ravine by a high level viaduct from the head of Parliament Street to Castle Frank Crescent, Mr. Bird's roadway drops below the level of Parliament Street (with which it connects with a ramp) and is carried by a viaduct across the valley to the narrow ridge or "hog's back" to the south-east of Castle Frank. The route is then through a cutting in this ridge to the west side of the Don Valley and thence by a viaduct and gently rising roadway to Danforth Avenue. The maximum grade need not exceed 2 per cent, and the reduced height would be a factor in the cost. The added length as compared with a bee line would be some 700 or 800 feet or about the same as the Howard Street route.

13. Parkway, Queen's Park to High Park.

A Parkway from Queen's Park to High Park via Hoskin Avenue, St. George Street, Wilcocks Street, Ulster Street, Dewson Street, Sylvan Avenue, Muir Street, St. Helens Avenue, Dundas Street, Parkway Avenue and Walter Street.

It will be noted that this Parkway would afford not only a much needed approach to High Park, but would also serve the purpose of a cross-town street between Harbord and College Streets, there being no such street between Ossington and Manning Avenues. No street car tracks should be allowed on this thoroughfare, thus reserving a much needed route for vehicular traffic.

14. Harbord Street.

The extension of Harbord Street in a direct line from Ossington Avenue to St. Helens Avenue.

As there is no cross street between Bloor and College Streets in this vicinity, this extension would seem to be much needed.

15. Diagonal: Lake Shore Road to Islington.

A new street forming a diagonal north from the Lake Shore Road at Salisbury Street to Islington, thence to Richview P.O., on the north-west.

16. Diagonal: Lake Shore to Bloor Street.

A new street forming a diagonal route from the Lake Shore Road at the intersection of Brown's Lane, north-easterly to Bloor Street.

17. Roberts Avenue.

The extension of Roberts Avenue eastward to connect with Ardagh Street, facilitating circulation in this neighborhood.

18. D'Arcy Street.

The extension of D'Arcy Street, West Toronto, eastward from Durie Street to connect with Pine Avenue, facilitating circulation.

19. Pendrith Street.

The extension of Pendrith Street westward to connect with Wallace Avenue.

At present the means of communication between the eastern and western sections of the district lying between Bathurst and Dufferin Streets, and between Bloor Street and the C. P. R. tracks, is very defective. The linking up of these streets would greatly facilitate circulation.

20. Connecting Russell Hill and Davenport Roads.

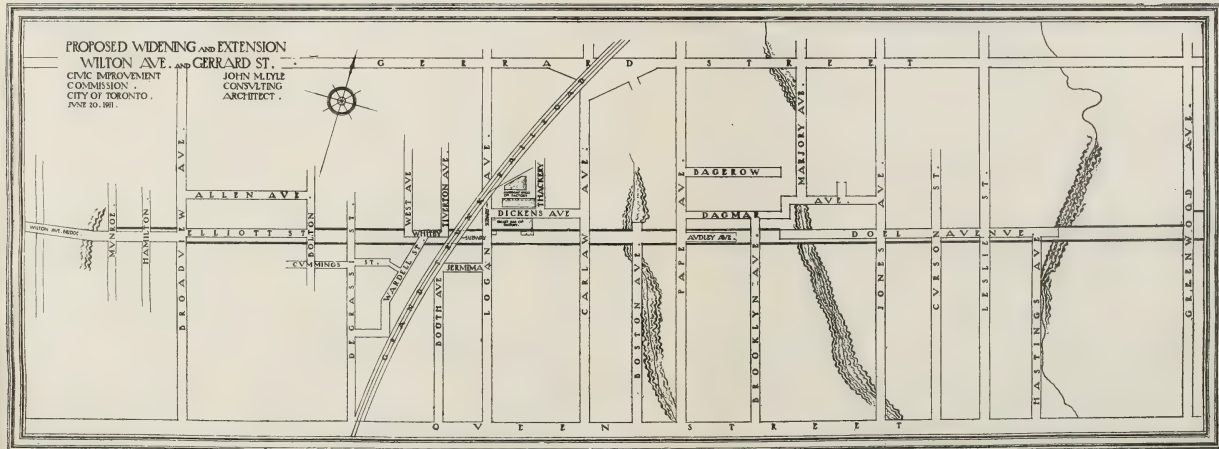
A new street forming a connecting link between Russell Hill Road and Davenport Road, obviating the steep grade of Poplar Plains Road. The widening of Poplar Plains Road, the lower portion of which is little better than a wide lane, with narrow sidewalks continually splashed with mud or smothered in dust raised by passing vehicles, particularly automobiles.

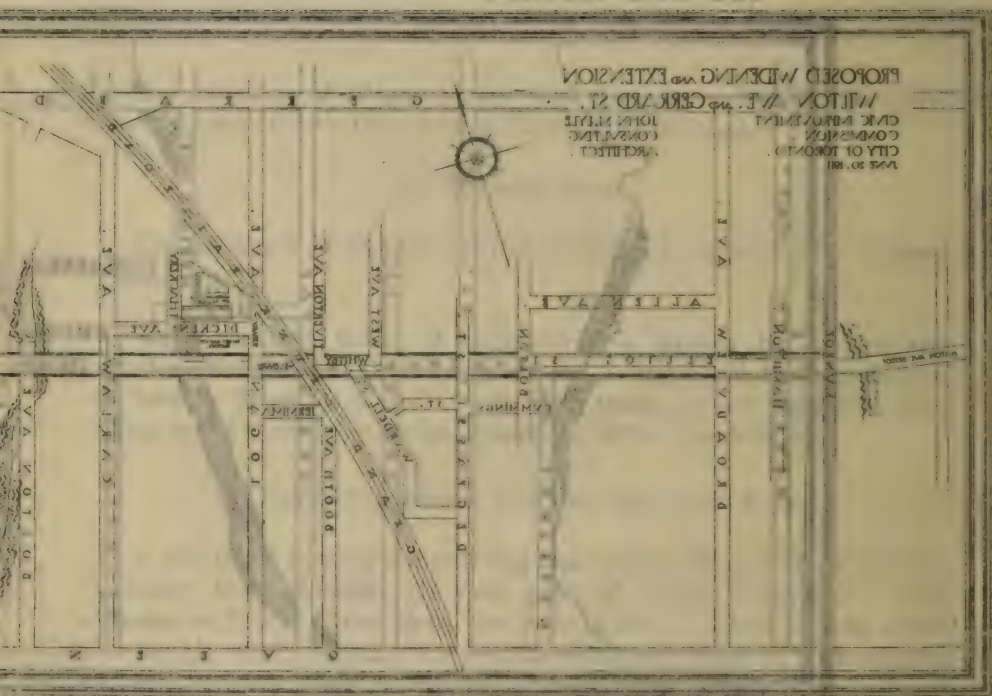
21. Logan Avenue (Upper End).

The extension and widening of Logan Avenue, connecting with the proposed high level viaduct at Leaside Junction.

22. Diagonal: Kingston Road to North Toronto.

A new roadway forming a diagonal route linking up Kingston Road on the east side with Leaside viaduct and North Toronto. This thoroughfare would give a direct travel route from the extreme south-eastern sec-



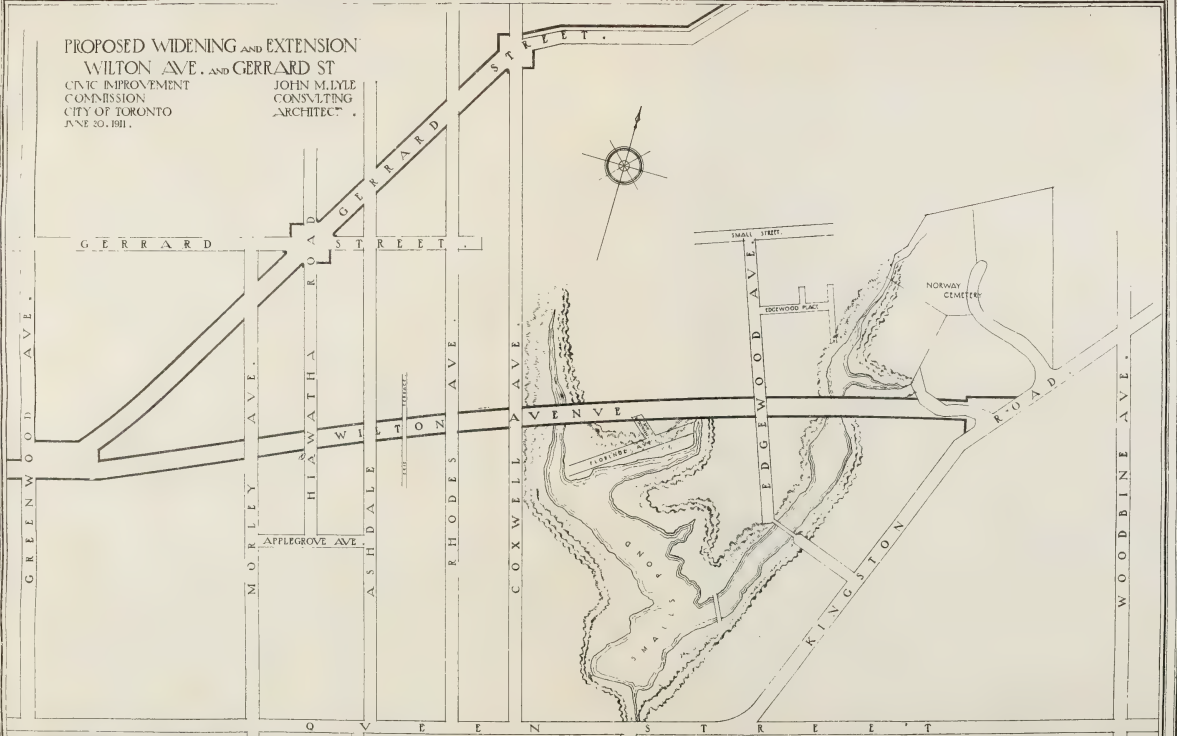


PROPOSED WIDENING AND EXTENSION

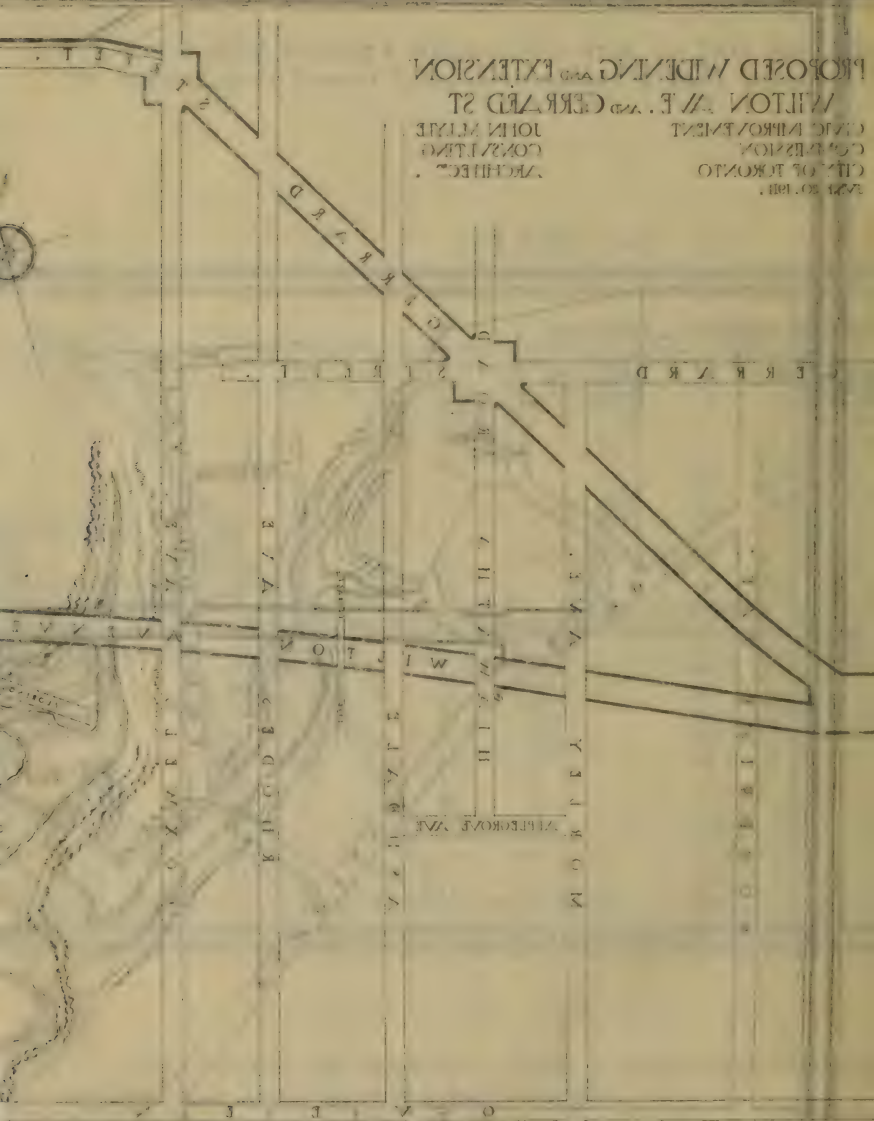
WILTON AVE. AND GERRARD ST

CIVIC IMPROVEMENT
COMMISSION
CITY OF TORONTO
JUNE 20, 1911.

JOHN M. LYLE
CONSULTING
ARCHITECT.



PROPOSED WIDENING AND EXTENSION
WILTON W. E. AND GERRARD ST.
CONSULTING
ARCHITECTS
JOHN WILSON
CITY OF TORONTO
1871



tion of the City to the northern. As many of the brick yards, sand and gravel pits are in this locality, a great saving in haulage would be effected.

22a. Leaside Viaduct over Don River.

Leaside viaduct a part of diagonal No. 22. At present there is no easy means of access between these sections, except at Gerrard Street and Don Mills Road. Owing to the width of the Don Valley it would seem advisable that this connection should be made by a high level viaduct at points where its construction would be the least costly. These points are near Leaside Junction on the north, and near Don Mills Road on the south.

23. Diagonal: North-East from Danforth.

A diagonal route north-easterly from Danforth and Greenwood Avenues, the object being to give direct access to the City via this diagonal, Danforth Avenue, viaduct No. 12 and No. 7.

24. Don Mills Road.

A slight diversion of Don Mills Road at its intersection with Gamble Street to make it more direct.

25. Diagonal: Yonge Street to Leaside.

A diagonal route is shown running from Yonge Street just north of the C. P. R. tracks to Leaside Junction and on to Donlands and Wexford. This thoroughfare would link up such focal points as the new Northern C. P. R. Station, Yonge Street, Leaside Junction and Donlands; it would also open up for residential purposes some of the finest property in the vicinity.

26. Merton Street.

Merton Street, North Toronto, extended easterly to Woodbine Avenue and westerly to Duggan Avenue, Teignmouth Avenue and Weston Road. This new street would give a through route midway between St. Clair Avenue and Eglinton Avenue, from the extreme east section to the extreme western. It would also afford a means of communication across Prospect Cemetery—a much needed improvement.

27. Eglinton Avenue: Diagonal South-West.

A diagonal route running from the northern extremity of Elizabeth Street, North Toronto, to Eglinton Avenue; this diagonal to link up with No. 31.

28. Davenport Road.

Davenport Road widened to 87 feet.

29. Vaughan Road.

The widening and extension of Vaughan Road to Weston.

30. Forest Hill Road.

The widening of Forest Hill Road and extension to Downsview.

31. Diagonal: Vaughan Road to York Mills.

A diagonal route running north-easterly from Vaughan Road and Eglinton Avenue to Yonge Street, just north of York Mills. This route would connect with diagonal No. 27 and afford a direct route between the extreme north of the City and the south-west.

32. Avenue Road.

Avenue Road extended and widened to link up with existing streets.

33. Sherbourne Street North.

Extension of Sherbourne Street northerly via MacLennan Avenue, Lyle Avenue, through Mount Pleasant Cemetery connecting on the north side of the Cemetery with Alberta Crescent, and thence to Douglas Street.

34. Diagonal: East York and Eglinton Avenues.

A diagonal route from the intersection of East York Avenue and Eglinton Avenue connecting with Yonge Street. This diagonal would link up with No. 22 via East York Avenue.

35. Diagonal: Merton Street to Leslie Street.

A diagonal route from the intersection of Yonge and Merton Streets running north-east to Leslie Street. This diagonal would serve to link up existing focal points.

36. Diagonal: Donlands to York Mills.

A diagonal route commencing at Yonge Street, just north of York Mills, and running south-easterly to link up with Donlands and other focal points of importance.

37. College Street.

The widening of College Street, between Yonge and St. George Streets.

An absolutely necessary improvement to meet the greatly increased and increasing traffic upon this important thoroughfare. The intersection

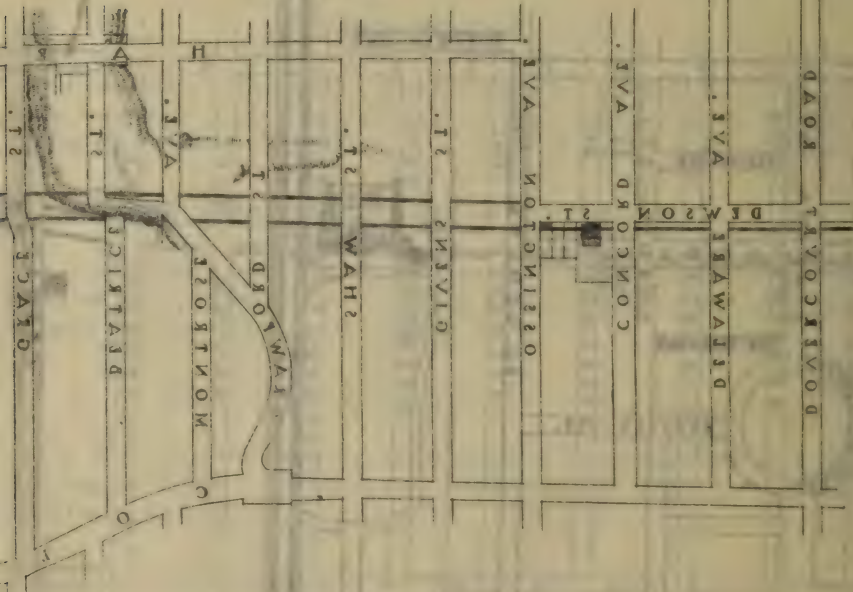
PROPOSED WIDENING & EXTENSION
WILCOCK, VLSTER & DEWSON STS.
AND THEIR CONNECTION TO
HIGH PARK.

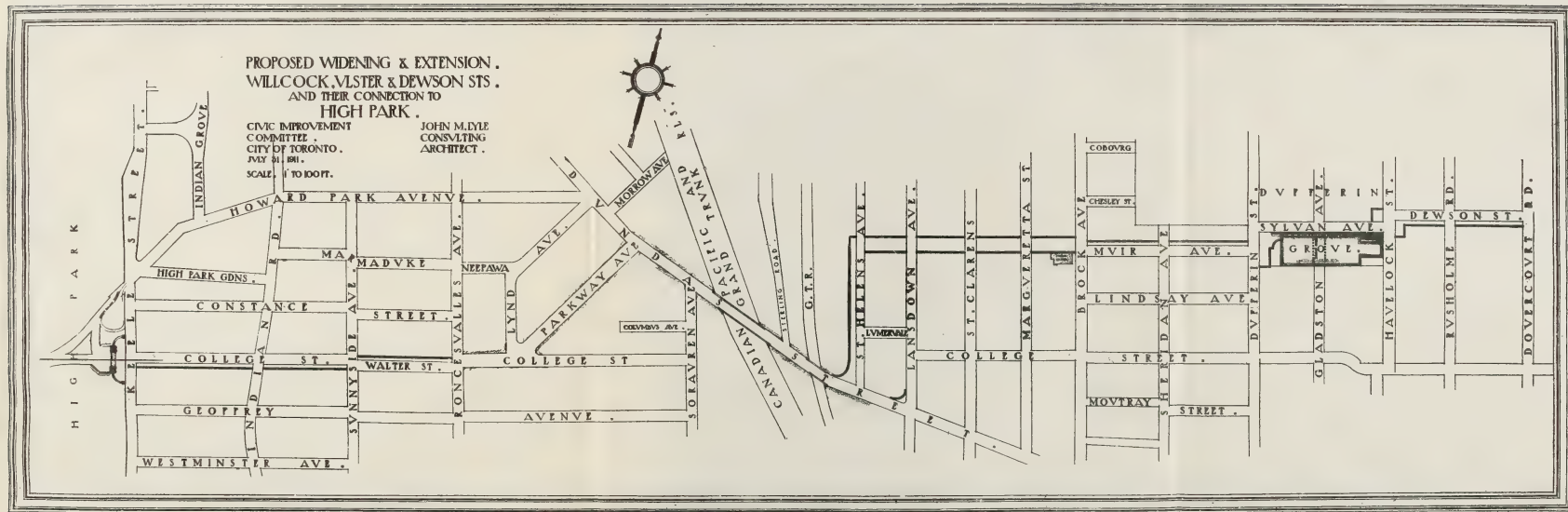
CIVIC IMPROVEMENT COMMITTEE
CITY OF TORONTO JULY 31, 1911
JOHN M. LYLE,
CONSULTING ARCHITECT
SCALE. 1" TO 100 FT.



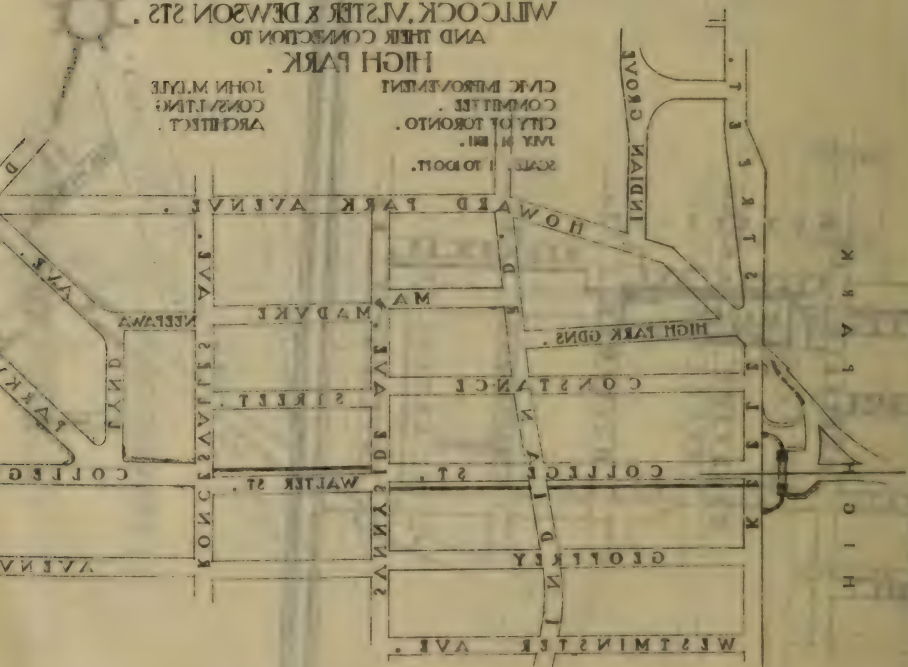
HIGH PARK. AND THEIR CONNECTION TO WILCOCK WATER & DEWSON STS. PROPOSED WIDENING & EXTENSION

2 AVENUE TO DOUGLAS
CONSULTING ARCHITECT
JOHN M. TAYLOR
CITY OF TORONTO
CIVIL ENGINEERING COMMITTEE
MAY 24 1891





JOHN M. LYLE
CONSULTING
ARCHITECT



with Yonge Street should be generously treated, as the congestion at this point is serious and steadily becoming more so as traffic increases.

38. Diagonal: Scarlett Road to Eglinton Avenue.

A diagonal, No. 38, running from the intersection of Scarlett Road and Eglinton Avenue in a north-westerly direction, linking up existing focal points.

Another section not indicated on the plan, viz., Park Road, from Collier Street to South Drive, presents an opportunity for widening and improvement at small cost, which may be lost if not seized in time. The whole south side, with the exception of a house at either end, is vacant land. The Rosedale Ravine Drive intersects it midway, and, with the surrounding City property, is now being greatly improved. These improvements would be complementary each to the other, and, if properly carried out, would be very effective.

THE SEA WALL AND PARKWAY.

In connection with the partially completed sea wall, planned to extend eventually from the Old Fort to the Humber River, your Committee would suggest, as an alternative, in part, a plan advocated by the Civic Guild. By this plan it is believed that a considerable proportion of the cost could be saved, and satisfactory results obtained, by omitting for the present two sections which, on account of deep water, would prove very expensive to construct.

One of these sections lies between the Old and New Forts, and the other between Tyndall Avenue on the east, and a little east of Triller Avenue on the west.

The boulevard or driveway, at the former of these sections, could be constructed at comparatively small expense upon and near to the edge of the bluff, and could thence connect with the roadway through the Old Fort, and thence to Bathurst Street. At the west end the driveway could drop by an easy grade to the level of the sea wall in front of the New Fort and connect with the driveway on the esplanade.

The driveway could ascend from the esplanade to the latter or westerly section by a like easy grade to the bluff west of Tyndall Avenue, and thence along the bluff to the westerly point of descent to the esplanade near Triller Avenue.

This westerly section need not be constructed in its entirety till the acquisition by the City of all the lands south of the G. T. R. tracks (which will eventually be required for Exhibition purposes).

In the meantime the present streets could be utilized, thus saving a very large outlay.

The advisability of continuing the driveway easterly to the Queen's Wharf, bridging the old westerly channel, and thus reaching the recently acquired new Island Park by a southerly extension of the boulevard, should not be lost sight of.

The present waterway, or old western entrance to the harbor, should be retained for the passage of canoes and skiffs from the harbor to the lake, in order to avoid the danger of their having to pass through the new channel with its traffic of large and swift vessels.

The lake front, sea wall and driveway demand special study by competent landscape architects in order that the best and most artistic results may be obtained.

While the work may be proceeded with in a somewhat piecemeal manner, a well thought out plan should be first adopted in order that no costly mistakes may be made or have to be corrected.

It is quite possible that the work now being prosecuted may be lacking in scope and may require expensive additions or alterations to fit in with a properly planned scheme.

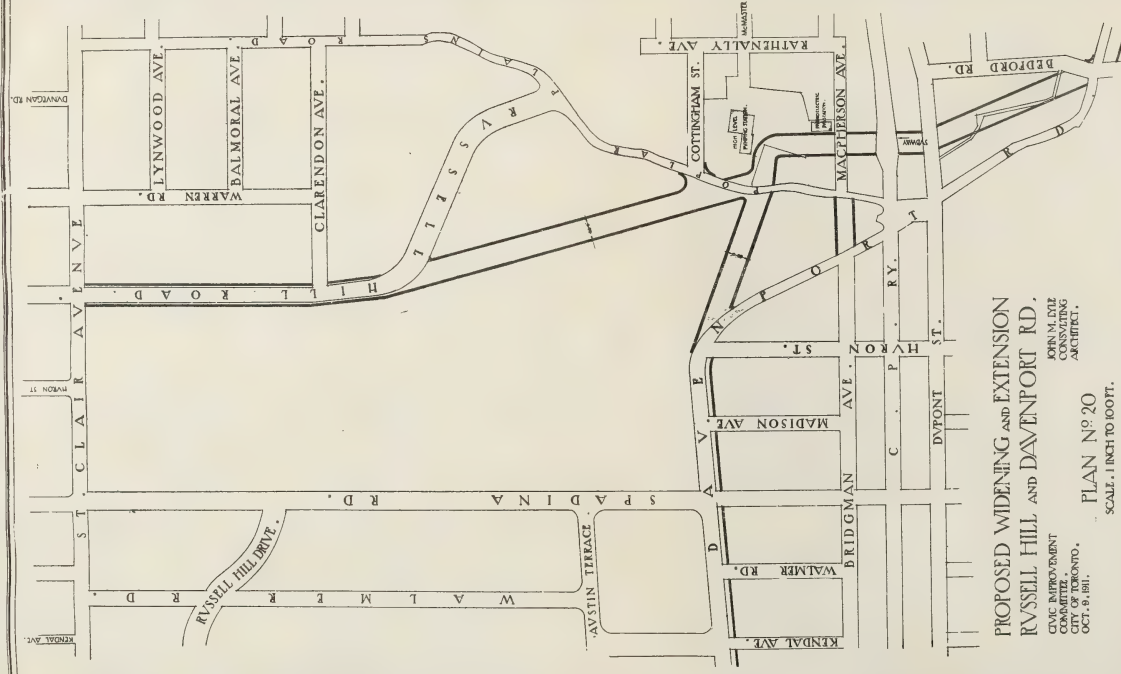
TORONTO ISLAND.

The Island presents one of Toronto's greatest opportunities. Within easy reach of every part of the City it might be made the finest pleasure park in America.

The splendid possibilities of the Island as a beautiful playground for the people can never be fully realized, however, unless, before any further development work is undertaken, a comprehensive plan of the whole improvement be prepared by a competent expert. The very ablest man available is none too good or too expensive for this important work. The money so spent will be saved to the City many times over by the avoidance of the mistakes inseparable from a haphazard way of carrying out improvements. The expense too would be amply justified by the satisfaction of the citizens in the perfection of the accomplished scheme.

The comprehensive parks development of the Island would necessitate also a definite policy in regard to residential areas.

The primary object in the development of the Island must be the enjoyment of all the citizens. It may be that this object can be furthered by continuing for a time, or possibly indefinitely, the use of portions of the available lands for summer residences.



PROPOSED WIDENING AND EXTENSION
RUSSELL HILL AND DAVENPORT RD.

CIVIC IMPROVEMENT
COMMITTEE
CITY OF TORONTO
OCT. 9, 1911.

JOHN M. DOZ
CONSULTING
ARCHITECT.

PLAN No 20

SCALE, 1 INCH TO 100 FT.

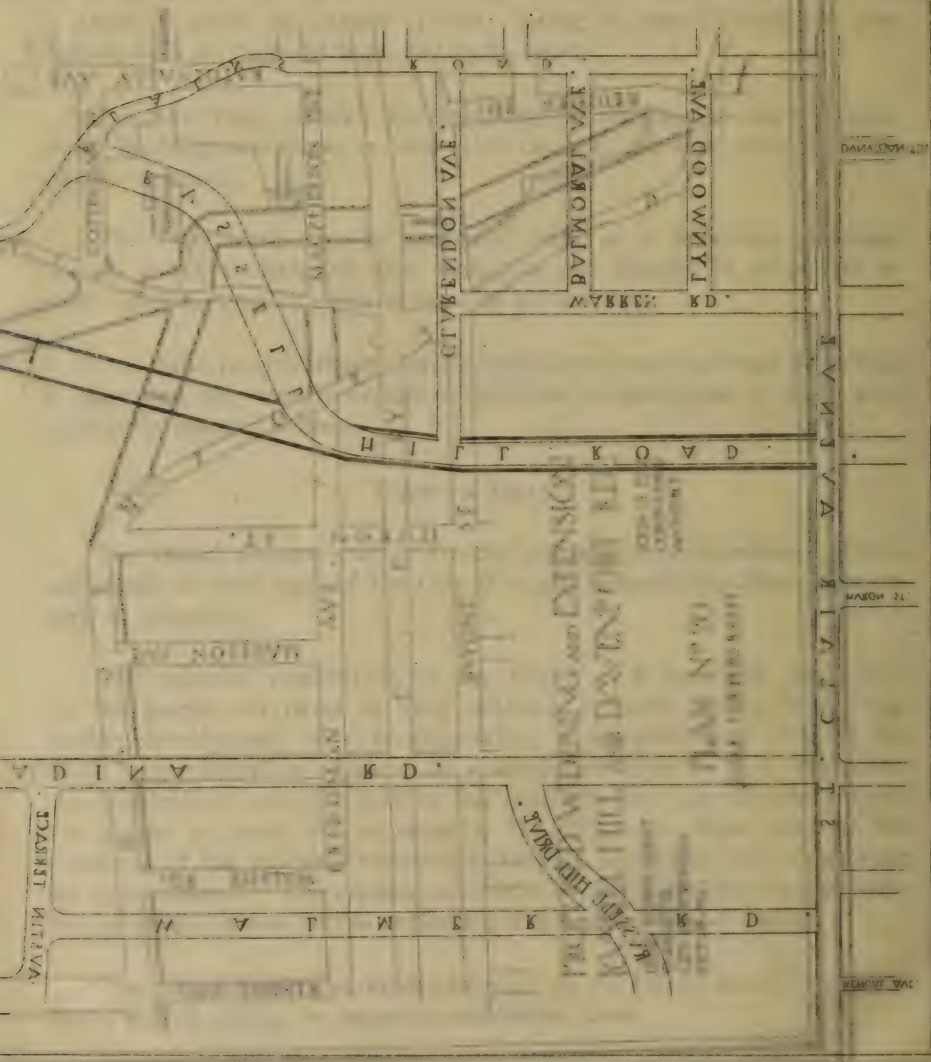


PLATE NO. 30

It is quite evident that if the policy of development in the interests of all the citizens is to be adhered to, speculation in Island leases should cease. If a resident wishes to permanently vacate his premises, his lease should revert to the City, and the improvements be taken over at an agreed-upon or arbitrated valuation.

Some idea of the residential importance of the Island will be gained when it is noted that the summer population aggregates 4,000, with a total assessment of \$1,143,000 in round figures, while the assessment of leasehold property amounts to \$630,000, yielding a revenue to the City of \$25,000 per annum.

ROADS, ETC., OUTSIDE THE CITY LIMITS.

It will be observed that several of the new roads suggested are located outside the City limits, and that some of them are diagonal; the necessity for these is obvious, and will become more pressing as the City expands into the outlying districts.

The history of the piecemeal and haphazard development of the suburbs in the past, and the inconvenient maze of uncoördinated streets, which, by the greatest stretch of the imagination cannot be called thoroughfares, is evidence enough that the time has more than arrived when systematic provision for the transportation needs of the future greater City should be vigorously carried out.

A METROPOLITAN DISTRICT.

To accomplish these ends, the Legislature should be asked to create a Metropolitan District, with the necessary machinery to put in operation the securing and laying out of new roads which shall co-ordinate with and supplement existing streets, thus forming additional arteries.

Pertinent to this question is the following quotation from the third annual report of the traffic branch of the London Board of Trade:—

“The time lost daily by millions of people through insufficient road accommodation is alone equivalent to a loss of money, which, though impossible to estimate with accuracy, must be very large. It should further be borne in mind that the longer the improvements are postponed, the more costly they will be.”

It should also be borne in mind that while we may go heavily into debt, in a measure discounting the future, it will entail a less burden upon our successors than if we leave essential improvements to be carried out by another generation.

In the march of progress, Toronto's mistakes of the past must be corrected, and we will be but repeating the short-sightedness of our predecessors.

sors if we procrastinate and neglect the duties and opportunities so obviously before us.

It should, again, be borne in mind that the changes recommended must be gradual in their execution and the expenditure involved spread over a long period of time, and entail no undue burdens upon the present generation.

THE PLAN COMMITTEE'S CONCLUSION.

In their study of the whole question of Street Transportation, Parkways, Parks and other Urban requirements, extending over a period of several months, the Plan Committee has come to the conclusion that, with the rapid and phenomenal growth of Toronto and the need of instant provision for radical improvements, the conservation of sites suitable for parks and playgrounds and the securing of new sites, the establishing of building lines which will later permit the widening of streets and the provision for the various needs of the City in connection with suburban extensions, no Committee or body of men not specially charged with the planning and carrying out of such work can cope with the serious, complex and exacting problems involved.

It is obvious, therefore, that the work should be put into the hands of a competent body clothed with the necessary powers for carrying out a broad, sane and comprehensive scheme of Civic Improvement commensurate with the needs and requirements of our great and growing City.

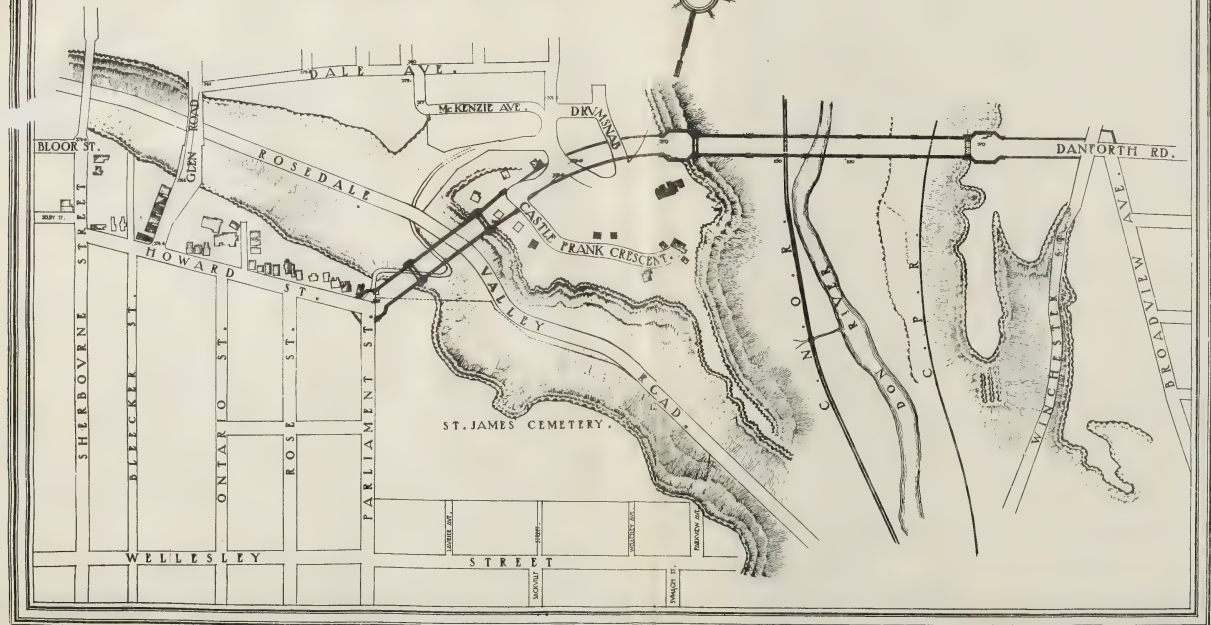
Respectfully submitted,

EDMUND BURKE,
Chairman, Plan Sub-Committee.

Toronto, November 17th, 1911.

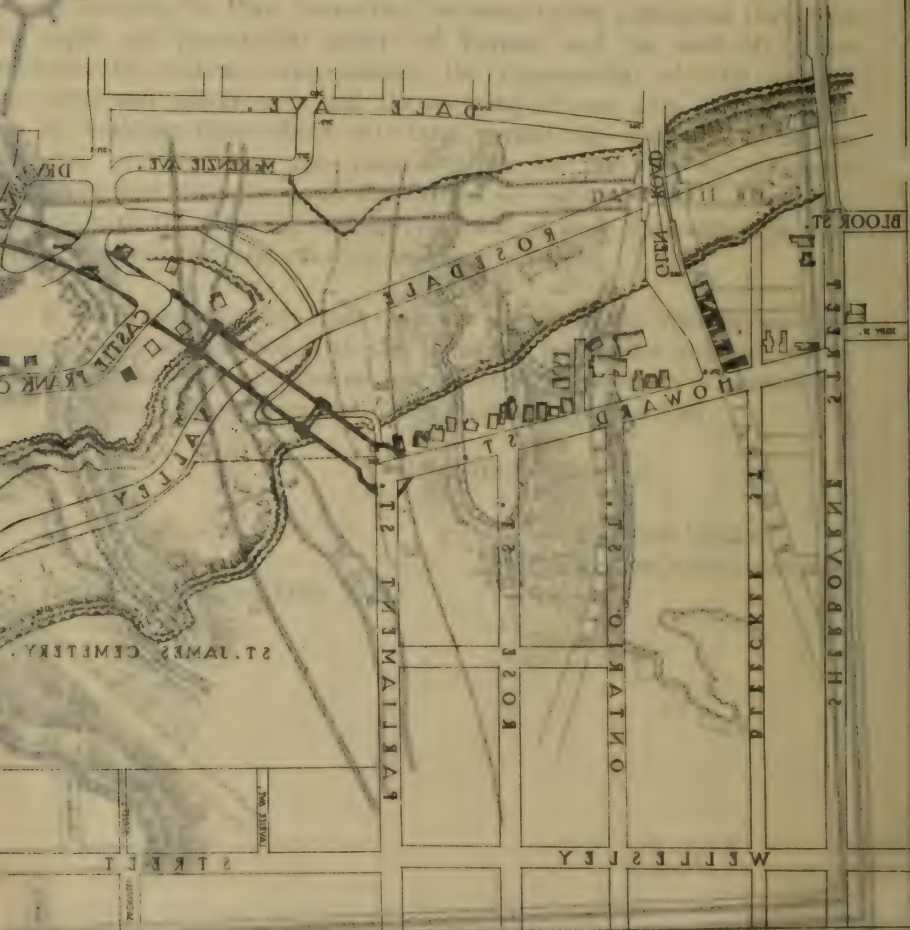
PROPOSED VIADUCTS CONNECTING
HOWARD AND PARLIAMENT WITH
DANFORTH RD. VIA CASTLE FRANK

CIVIC IMPROVEMENT COMMITTEE
CITY OF TORONTO. A/G. 30. 1911
JOHN M. LYLE.
CONSULTING ARCHITECT
SCALE. 1 TO 100 FT.



PROPOSED VIADUCTS CONNECTING
HOWARD AND PARLIAMENT WITH
DANFORTH RD. VIA CASTLE FRANK

CIVIC IMPROVEMENT CO.
CITY OF TORONTO.
JOHN M. FAY,
CONSULTING ARCHITECT.
SCALE, 1 TO 100 FT.



INTERIM REPORT OF CIVIC IMPROVEMENT COMMITTEE

DANFORTH VIADUCT.

Toronto, October 12th, 1911.

To His Worship the Mayor and Members of the Council of the Corporation of the City of Toronto:

Because of the proposal to submit again to the ratepayers a by-law to provide for a viaduct to give westward and more direct City-ward outlets to the large area tributary to Danforth Avenue, Council will be called upon to approve a plan. Your Civic Improvement Committee, therefore, deem it advisable to make the following interim report:

The ultimate necessity for a connecting link between the northern portion of the City to the east of the Don and the main section lying to the west is self-evident. It forms an essential feature of any development study and is being included in the comprehensive plan now being prepared.

It is not the province of this Committee to express an opinion as to when the work should proceed. That is for the citizens to decide, having in view the financial obligations of the municipality, and the urgency of the viaduct as compared with other contemplated Civic Improvement works involving large expenditures.

Four schemes are proposed, all of which are identical in regard to the eastern section of the work, viz.; the extension of Danforth Avenue by a straight viaduct across the Don ravine to Rosedale. The alternative schemes for the route thence are:

1. The continuation of the viaduct in a straight line across the Rosedale Ravine to connect with Bloor Street, and the continuation of Parliament Street by viaduct through the Rosedale Ravine to meet the main viaduct.

2. A diversion to the north to utilize Dale Avenue, then a short viaduct from near the westerly end of Dale Avenue to Bloor Street, or a further diversion north to reach Bloor Street by the Sherbourne Street bridge.

3. A diversion south-easterly across the Rosedale property and a viaduct across the Rosedale Ravine at right angles landing at the head of Parliament Street, which is also the junction of Parliament and Howard Streets, thence by a new roadway on viaduct or terrace along the edge of the ravine to Bloor Street.

4. The same as No. 3 as far as the junction of Parliament and Howard Streets, thence by Howard and Sherbourne Streets to Bloor Street, with possibly some easement or enlargement of the corners on Sherbourne Street.

After careful consideration your Committee strongly condemns route No. 1 for the following among other reasons: The cost of construction and future maintenance would be relatively great. It would entail very heavy land damages. Traffic on 1,200 feet of steel viaduct would be noisy and very objectionable to residents on every side of it. The two viaducts would destroy the beauty of the Rosedale Ravine. The Civic car lines will probably be extended over the viaduct and this route would give unnecessarily long sections that would be unproductive.

The diversion northerly, route No. 2, would be inconvenient. It would leave to be provided the direct route to the centre of the City by Parliament Street.

The viaduct to the junction of Parliament and Howard Streets should form a part of the Dale Avenue Plan, and is an integral part of the other three plans. The advantage of the diagonal route of plans 3 and 4 over the right angle route of plan 1 is self-evident.

As between the two routes from the junction of Parliament and Howard Streets to Bloor Street (the new roadway along the edge of the ravine, or a route by Howard and Sherbourne Streets) the immediate economy of using the present streets is apparent. It may be that when the City Engineers investigate the question of costs, they will find that the expense of the new roadway would be very moderate. In any case, the use of the Howard and Sherbourne Street route for a time would not preclude the construction of the terraced roadway on the brow of the hill in the future.

For many years to come quite five-sixths of the traffic over the viaduct as a whole will be to and from "down-town." From the point of view then of transportation, which is the primary consideration in all well directed City planning, the south-westerly outlet becomes a necessity no matter which scheme is adopted. This part of the work is as fundamental as the eastern section across the Don Ravine.

In view, therefore, of the very grave objections to the continuation of the straight viaduct to Bloor Street, the excessive cost, the destruction of the scenic beauty, and the disturbing noise of traffic, and of the further consideration that the Parliament Street route increases the distance to Bloor Street less than 300 feet, your Committee feel it their duty to strongly urge that the straight route be not adopted and that instead, the Parliament Street route be approved with one or other of its outlets to Bloor Street.

All of which is respectfully submitted,

WM. R. MEREDITH,
Chairman.

REPORT OF LEGISLATION SUB-COMMITTEE.

To the Civic Improvement Committee:

Your Sub-Committee on Legislation begs to report as follows:

1. In this Sub-Committee's previous report it was pointed out that the City should have a voice in the laying out of all lands in the immediate suburbs, and an Act was introduced into the Legislature at the last Session embodying this principle. It met with opposition from certain Members representing ridings which immediately adjoin the smaller cities or towns, and the Bill failed to carry. It should be presented again, in such modified form as the discussion at the last Session may suggest. Or as an alternative, the City should endorse the proposal which we believe has been brought forward by the College Heights Association, that a Commission be appointed having the control of the laying out of suburban lands and with power to establish highways in those areas.

2. Your Sub-Committee has learned that reliable tables have been prepared, based on valuations made in the various American Cities, which show a fixed ratio of value between "corner" lots and "inside" lots on City streets and between the front and rear portions of "inside" lots. If enquiry should confirm the claims of the actuaries and experts who put those tables forward, it would seem desirable that they should receive legislative sanction in any Act which may be passed empowering the City to undertake large improvements involving extensive expropriation. If a ready measure of damage could be given by the statute, which would call for arbitration only as to the average value of a foot of land in a certain block, following on which the appraisal value of the adjoining lands could be fixed by a process of calculation, it would be a tremendous advance and avoid delay, expense and uncertainty. The question seems to be worth consideration and investigation.

3. If the recommendation of the Plan Committee, for the creation of "Federal Avenue" and the widening and extension of Teraulay Street or a similar undertaking is adopted, it is clear that it would be most conveniently carried out by a Commission in a similar way to the course followed in other countries. A special Act would have to be obtained from the Legislature constituting the Commission and giving it the necessary powers.

4. We would also point out that a special Act will be required if the City undertakes the widening of College Street, as shown on your plans, and also on the plan lately furnished the City by the Civic Guild at the City's request.

5. A subject of great difficulty, which urgently requires attention, is the simplifying of proceedings to widen City streets. The Legislatures of different countries or communities have dealt with the subject in different ways. In England these enactments are generally contained in the Town Planning and Housing Acts. The City of Montreal has carried through some street widening under what is commonly known as the "homologated line" legislation. All of these contain inherent defects and difficulties.

Your Committee understands that the Montreal system has proved unsatisfactory, owing mainly, as it would appear, to the piecemeal way in which the buildings on the street are moved back under its operation. This results in the "pocketing" of some of the buildings, pending the completion of the improvement. We also understand that the damages are assessed and payable only as each property is so dealt with. Your Committee feels that no system for effecting street widenings will be satisfactory unless it provides for the simultaneous moving back of all the buildings, at a fixed date. This Sub-Committee's former Report contained a suggested system for this purpose (with comments) and a copy of the passage is added as an appendix to this Report (see page 29). It provides that the new street line be fixed at once, as under the "homologated line" system, but that a date be also fixed—the longer away the better—when the included strip of land will be incorporated in the highway. This would cause the minimum dislocation and loss of business and would permit of re-adjustment of tenancies and business arrangements so as to produce the least inconvenience when the change takes place. It is also proposed that new buildings (when compensation is being fixed at the end of the term) be allowed for to the extent only of two storeys. The chief gain, if the arguments for it are sound, would lie in the fact that no increment or increase in value of the included strip would take place during the interval between the dates when the improvement is enacted and when it is carried into effect; and a stop would be put to the erection of expensive buildings on the land to be taken. The ready criticism may be made—first, that this system would apparently deprive the land owner of the use and benefit of the portion of his land included in the improvement, except up to the height of two storeys, and secondly, that it would at the same time withhold from him the purchase money and deprive him of the unearned increment, which would naturally accrue in the value of the strip during the intervening years.

But the first objection would mean nothing in a case where the strip was already built on to a suitable height. And in the extreme case, of the land being vacant, your Committee is of opinion that the owner would prefer a system under which, during the interval, he could erect and maintain his shop windows or front wall on the old street line, even though restricted as to height rather than be deprived of the strip and "pocketed" between adjoining buildings for years. Some injustice is inevitable in connection with all expropriation proceedings of an extensive character.

As to the measure of damage given in the appendix, namely—the difference between the actual value of the lot before and after the widening,

your Committee is informed that the Local Government Board in Great Britain has stated that compensation due under the Town Planning Act will be assessed on this basis. They have said that "there will no doubt be exceptional cases, but as a general rule the loss or gain in value would seem to depend upon a comparison of the full value of the property immediately prior to and irrespective of the making of the scheme with the full value of the property immediately after the making of the scheme."

6. The situation regarding the wooded slopes of the City's many ravines or valleys, namely—The Rosedale Ravine, the Don, the Humber, etc., calls for the serious attention of everyone interested in the preservation of the natural beauties of Toronto. The City owns a narrow strip 66 feet in width, running along the bottom of some of the ravines, and the wooded slopes are in most cases only the back ends of lots fronting on the adjacent streets. It has been suggested that some arrangement might be thought out, by which the owners would agree to retain these wooded slopes in their present shape in consideration of some concession or annual allowance from the City. This would be a novel form of easement which would have to be created by special enactment of the Legislature. The City is not prepared to incur the heavy expenditure that would be involved in buying these wooded slopes outright, and in most cases the owners would prefer not to part with them. On the other hand many of the owners, we understand, are considering erecting dwellings fronting on the driveway in the bottom of the ravine. They cannot be expected to carry these lands indefinitely as private parks, or to preserve them for the gaze of the public. It should be possible to devise an arrangement by which the owners would retain the proprietary interest but would be restricted in the use of it. One great inducement to the owners in going into such an arrangement would be that it would have universal application throughout the ravine on which the land is situate.

7. Efforts are being made to grapple with the Housing problem, which has been a subject of so much legislation and philanthropic effort in Great Britain and Europe. As there is no enabling legislation on the subject in Ontario it is advisable that the foreign legislation should be carefully studied and close consideration be given to the question of its application to our conditions. There is the legislation which deals with the demolition or compulsory improvement of dwellings on sanitary grounds and the legislation which enables Municipalities or Societies to erect dwellings. In England legislation of the former kind falls into two branches, the one applying to single houses or groups of houses (which may be demolished if not repaired or re-built after due notice) and the other dealing with unhealthy areas (in respect of which an improvement scheme is proposed and enquired into, after which the buildings may be demolished and the area replotted). Provision is also made, where circumstances call for it, in regard to new housing. The English Legislation of the latter kind, namely—the building of entirely new localities, includes the establishing of "garden cities" and "garden suburbs," "municipal building," and so forth. A recent English Standard Work says, regarding these matters, that

"it is clear from a general review of the subject that the problem of housing working classes in a satisfactory manner has proved more complex than was at one time realized. Experience has falsified hopes and led to a change of attitude. It is seen that there are limits to drastic interference with the normal play of economic forces, and to municipal action on a large and ambitious scale. A reaction has set in against it. At the same time the problem is being attacked on other sides and from new points of departure. The tendency now is towards the more effectual application of gradual methods of improvement, the utilization of other means and the exercise of prevention in preference to cure."

This authority speaking of the new developments in England points out that "they cater to the superior ranks of the working classes . . . but they have nothing to do with the housing of the really poor, which is the great difficulty. Garden cities and suburbs will never house the poor or even the bulk of our working class population. All the new schemes and legislative proposals leave untouched the greatest difficulty of all which lies not in the dwelling but in the tenant."

These quotations are given to illustrate the fact which your Committee desires to point out on the general subject of housing, namely—that the providing of garden suburbs will not do away with the slums, and that there are various grades and classes in the community each requiring a different class of dwelling; and that beyond the point where work in this line is called for by considerations of public health and moral sentiment, the present tendency is to leave the question of housing to be dealt with by private effort under enabling legislation.

8. Your Committee is also of opinion that it is desirable that the Government should secure an analytical report upon the modern legislation of the different countries dealing with the subjects of Town Planning and Housing, to ascertain whether the spirit of such legislation or any part of it could wisely be embodied in provincial enactments; and that it should also secure a similar report upon the subject of Municipal Government generally.

9. It appears that the City has no power at present to compel land owners, when dedicating lands for public highways, to make the highway of greater width than 66 feet. In England the system has been adopted of classifying highways under three divisions; the minor residential streets may be narrower than the present Toronto standard, but the more important streets—those which appear fated to carry a large volume of traffic—are required to be much wider than 66 feet. A recommendation is now before the City Council from the Solicitors Department asking that Legislation be obtained to allow the City to require a greater width than 66 feet, when it thinks it necessary; and your Committee believes that this recommendation should be acted on.

All of which is respectfully submitted,

JAS. B. O'BRIAN,

Chairman, Legislation Sub-Committee.

Toronto, December 28th, 1911.

APPENDIX TO LEGISLATION REPORT.

EXTRACT FROM REPORT OF LEGISLATION SUB-COMMITTEE OF THE CIVIC
IMPROVEMENT COMMITTEE—DATED JANUARY 16TH, 1911.

“The Sub-Committee shares in the common belief that many of the main thoroughfares of the City will of necessity be widened within the next few years: and it begs to submit for discussion the following scheme, which it is claimed would operate to relieve the City of the burden of the growing ‘unearned increment’ in the value of the strip of land marked for future expropriation, and minimize the damages payable for buildings taken. The proposal is that legislation be procured;

Enabling the City, after the scheme for widening any street has been submitted to and approved by the Railway and Municipal Board, to pass a By-law laying down a new street line across the lots fronting on the street (leaving a depth in all cases of not less than say sixty feet) to which line the City will be committed to widen the street at a fixed time not more than say twenty years later; the Act to further provide that, as to all buildings erected on said lots in the interval, the damages to be paid, when the street is widened, shall be limited to such amount as would represent the cost of putting up say a two-storey building only, within the expropriation strip. The land damages (but not the damages to the building) to be determined at once, but to be payable without interest only on the date of the widening; at which time the damages to the buildings, as then existing, limited as above, shall be ascertained and paid. The City to pay the greater proportion of the cost of such works and the balance to be assessed against the lands benefited, by analogy to assessment under the ‘Local Improvement’ Law, and subject to appeal for improper assessment.

NOTE:—It should be provided that all land taxes and local assessments payable during the interval should be a charge against the residue of the lot; the unpaid ‘purchase’ money to be a secondary security. It may be pointed out that above one or at the most two storeys it is not important to have the front of the building in line with the other buildings on the street; or in other words the owner who will build a high building fronting on the new line with a two-storey erection in front of it fronting on the old line, will get practically as much in the way of trade and business as if every storey in his building came out to the old street line. It seems fair to postpone payment of the land damages until such time as the owner has to give up possession, as in most cases he gets fully the equivalent of the interest on the money, from the use he makes of the strip taken. As to the

damages payable for loss of the buildings, it seems entirely fair that this should be ascertained and paid only when the buildings are taken away; and to guard against the device of planting buildings on the expropriated strip in bad faith and with a view to ultimately making a cash sale to the City at 'expropriation' prices, it might be provided that a graduated deduction shall be made from the damages fixed in respect of each new building which shall be built during the five years preceding the date of the widening. Such deduction might be computed as follows, in respect of buildings which shall not be completed at the beginning of said five year term, a deduction of five per cent.; at the beginning of the next year, ten per cent.; of the next following year, fifteen per cent.; of the next-to-last year, twenty per cent., and of the last year, twenty-five per cent.

The measure of damages for the land taken should be the difference in value between the original full lot and the lot as lessened in superficial area; without any reference to the fact that the strip is taken off the front of the lot. In some few cases, notably corner lots, where the whole area might be built over to advantage, the damages might be found to be in direct proportion to the area taken, but in most cases, under existing conditions, the land damages should be relatively small, as it would be found nearly always that there was sufficient space back of the newly established line to conveniently hold any buildings of a size warranted by the current demand in the locality."

JAS. B. O'BRIAN,
Chairman, Legislation Sub-Committee.

REPORT OF FINANCE SUB-COMMITTEE.

To the Civic Improvement Committee:

Your Sub-Committee on Finance begs to report as follows:

1. Until some definite understanding is on foot, the Finance Committee can only deal with abstract questions of a general nature. But it might discuss with advantage the general financial features of the improvements recommended by the Plan Committee.

2. Only a few of these improvements would be called for if the City's growth remained stationary. In other words the Plan Committee's recommendations are based on the expected growth and expansion of the City. The Civic Improvement Committee's chief work is to anticipate the problems of the more or less immediate future.

Whatever is done will be lasting and permanent; and the benefit will be increasingly felt each year. In adopting any of the Plan Committee's recommendations the City will be mainly "working for posterity."

3. That fact distinguishes these improvements from such matters as school accommodation, water supply, sewerage and street lighting; all of which are mainly for the benefit and convenience of the present population. Hence the cost of the permanent improvements recommended by the Plan Committee should be extended over the longest period that the sentiment of the money market will permit. We can go further and say that as to lands purchased for parks and parkways in districts that have a sparse or no population at present, the cost of carrying the debentures for the first few years should be met out of the debenture issue. If lands are secured almost solely for the use or convenience of the citizens of the future, it is only fair that the citizens of to-day should pay no part of the principal money, and that even the payment of interest should not be laid on their shoulders for a few years. The citizens of the future will have received the inestimable benefit of having the lands acquired and set aside at to-day's prices and in the proper shape and location; while if the matter was left until the necessity for the park and parkways became pressing little of the land might be available, and the price would be prohibitive. ✓

4. Your Committee thinks that it would be quite possible to float fifty year debentures for park and parkway purposes, charged upon the

land acquired and bearing the City's guarantee with little or no provision for a sinking fund.

5. To carry out the idea of relieving the citizens from the payment of interest on such debentures for a short period a sufficient portion of the amount borrowed could be invested in approved securities, payable in annual instalments, equalling the interest for such period. Land judiciously purchased in large blocks in or near Toronto to-day would be excellent security for debentures of a very long term when accompanied by the City's guarantee of principal and interest.

6. For the economical carrying through of such separate projects as the opening of the avenue marked "Federal Avenue" on the Plans (running from Front Street to Queen Street) and the project for the widening and extension of Teraulay Street, there can be no question that the right procedure would be to entrust these matters to a Commission, endowed with full powers of expropriation and empowered to issue debentures charged on the lands acquired and with a free hand to negotiate and conclude sales of the excess parcels acquired. This has been the procedure followed in other countries and by common consent it is the only way that will prove economical and effective.

All of which is respectfully submitted.

A. W. LAIRD,
Chairman, Finance Sub-Committee.

Toronto December 28th, 1911.

